



Utah Commission
on Criminal and
Juvenile Justice

2002 ANNUAL REPORT

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CCJJ

The Utah Commission on Criminal and Juvenile Justice (CCJJ) was created to:

- Promote broad philosophical agreement concerning the objectives of the criminal and juvenile justice system in Utah.
- Provide a mechanism for coordinating the functions of the various branches and levels of government concerned with criminal and juvenile justice.
- Coordinate statewide efforts to reduce crime and victimization in Utah.

CCJJ Working With Utah's Local Agencies

With serious budget setbacks facing our state, CCJJ, now more than ever, finds itself in the role of coordinating efforts between state and local justice agencies to broker solutions that maintain public safety for all Utahns. This increased emphasis comes after the annual CCJJ meeting, where the need for this effort in communication was aired.

The initial focus will examine the potential impact offenders released early from prison and other parolees might have on communities in terms of increased crime and victimization. Local law enforcement leaders have voiced clear concern the practice of early release is having public safety effects in their communities.

Alternatively, the Utah Department of Corrections and the Board of Pardons and Parole believe those released are carefully screened, and are not likely to disproportionately impact crime in Utah's communities.

Researchers from Corrections, CCJJ, and local law enforcement will review the data to determine the impact State decisions are having on local agencies. Beyond this effort, researchers will also examine the impacts State decisions are having on local resources. Initially, CCJJ will work with Corrections and counties to develop a method for monitoring State parolees and inmates in county jails. Sheriffs across the state are concerned their limited jail space is commonly taken by State inmates or parolees who have violated the terms of their parole or probation.

Utah Forfeiture Law

An examination of the outcome of the passage of Initiative B: Property Protection Act of 2000 has shown that forfeiture in Utah has essentially been brought to a halt. The changes made by the initiative created a forfeiture process that was unwieldy and confusing to even the most experienced prosecutor. One of the consequences of this change is that Utah law enforcement has missed out on more than \$3.3 million in federal equitable sharing over the past two years. Historically, these funds have been used by local law enforcement agencies to enhance their drug suppression activities.

CCJJ has worked with local law enforcement, the Utah Legislature, and others to develop amendments to the forfeiture law that would preserve most of the language from Initiative B as it related to the protection of property of

innocent owners. These amendments would clarify the forfeiture process and streamline it. The amendments would also restore the ability of law enforcement to participate in federal equitable sharing.

Biased Based Policing

During the 2002 Legislative Session, House Bill 101 was passed requiring data collection and analysis on biased based policing by local law enforcement agencies. CCJJ was given the responsibility for conducting an evaluation of the data and the effectiveness of the data collection process.

CCJJ has worked to meet the requirements of this legislation while mitigating the impact on local law enforcement. Although data will not be available for analysis during 2003, CCJJ will provide a comprehensive assessment and make recommendations regarding the data collection process already underway.

Ongoing Coordination, Assignments, and Expertise

CCJJ Continues to provide various projects and services for all three branches of government. Its staff serve on dozens of local, state, and federal efforts concerning adult and juvenile justice. The office also regularly provides research and expertise for the legislature concerning numerous issues.

For example, last year, CCJJ was charged to further recommend cost effective alternatives to expensive incarceration for appropriate offenders, particularly, drug offenders without compromising public safety. Such partnerships are critical as Utah's justice systems continue to deal with limited resources.

Justice Program Evaluation Tool "In the Works"

The Utah Commission on Criminal and Juvenile Justice, in conjunction with the Criminal and Juvenile Justice Research Consortium, is developing an innovative criminal justice evaluation tool. The tool uses a cost/benefit analysis methodology to determine whether

the dollar costs of participating in the program are less than the justice system and the victim costs associated with those who fail the program. This tool is highly sophisticated, and the Consortium is working with Dr. Richard Fowles, an Economic professor at the University of Utah, to develop the cost/benefit model. CCJJ is attempting to replicate a model currently being used in Washington State.

Once complete, the tool will assist Utah's legislators, as well as justice leaders in state and local agencies, in identifying promising intervention programs in use across the nation. The tool will also be used to gauge the cost effectiveness of programs currently used in our state. The model is scheduled for completion sometime in 2004.

Crime In Utah

Utah & U.S. Index Crime Rate 1960 to 2001

Utah's index crime rate in 2001 was 4,243 per 100,000, reflecting a 5.2% decrease over 2000. Since its most recent peak in 1995, Utah's total index crime rate fell 30.3%, resulting in lowest index crime rate since 1972. Index crimes include murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.

Over the past 40 years, Utah's index crime rate has paralleled the national index crime rate. During the past six years, Utah's rate has consistently been higher than the national rate. However, over the last two years, the gap between the national rate and Utah's rate has narrowed considerably.

Utah & U.S. Violent Crime Rate 1960 to 2001

Utah's violent crime rate in 2001 was 234 per 100,000, an 8.4% decrease over 2000. Since its most recent peak in 1997, Utah's violent crime

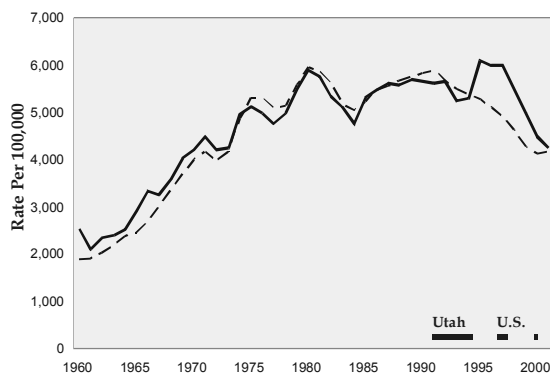
rate has decreased 29.9%, resulting in the lowest rate since 1987. Comparing violent crime rates from 2000 to 2001, murder increased 57.9%, rape increased 2.3%, robbery decreased 5.2%, and aggravated assault decreased 12.9%. The 2001 murder rate appears to be an anomaly because initial figures from 2002 show a reduction back to previous levels. Today and historically, Utah's violent crime rate is well below the national rate.

Utah & U.S. Property Crime Rate 1960 to 2001

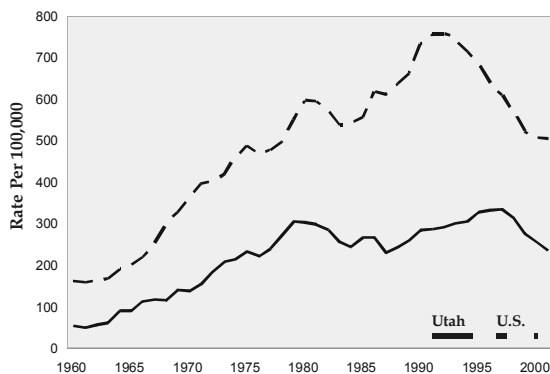
Utah's property crime rate in 2001 was 4,009 per 100,000, a 5.0% decrease over 2000. Since its peak in 1995, Utah's property crime rate has decreased 30.4%, resulting in the lowest rate since 1969. Comparing property crime rates from 2000 to 2001, burglary decreased 5.3%, larceny decreased 5.3%, and motor vehicle theft decreased 0.8%.

Utah's property crime rate has been similar to the national rate over the past four decades, with Utah's rate generally higher than the national rate. The large gap between the two rates beginning in 1995 has narrowed considerably over the past six years. Utah's property crime rate was 9.6% higher than the national rate in 2001.

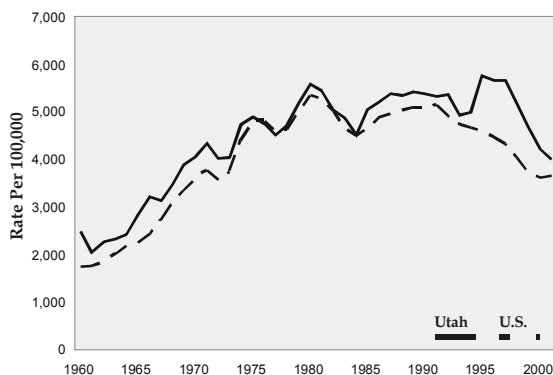
Utah & U.S. Index Crime Rate 1960 to 2001



Utah & U.S. Violent Crime Rate 1960 to 2001



Utah & U.S. Property Crime Rate 1960 to 2001



Juvenile Justice Grant Programs

\$290,000

State Crime Prevention and Gang Grants

With a \$78,000 reduction in funds, only eleven programs representing eight counties received grants to promote the prevention of crime and reduce involvement in youth gangs. Funded programs included teen job training, youth leadership programs, parent counseling services, and child abuse prevention training.

\$789,000

Title II Formula Grants

The Utah Board of Juvenile Justice awarded federal funds to 20 new and continuation juvenile justice programs. The disproportionate confinement of minority youth in Utah's secure facilities remained a high priority and several programs were funded to intervene earlier with minority youth to divert them from the juvenile justice system.

\$87,500

Challenge Grant

Two programs were once again funded through the federal Challenge Grant with the goal of improving basic system services and expanding aftercare services for juveniles. Funds were used to train juvenile justice staff on a newly developed juvenile assessment tool and to provide aftercare support for youth transitioning back into the community from a secure care setting.

\$378,000

Title V Delinquency Prevention Grants

The Title V program currently involves the communities of Murray, Midvale, West Valley City and Springville. To receive funding, communities were required to form a Prevention Policy Board, conduct a thorough risk and resource assessment, and develop a three-year action plan. Funded activities include after-school recreation, life-skills training, police mentoring and peer courts.

Serious Habitual Offender Comprehensive Action Program (SHOCAP)

Six counties continue to maintain SHOCAP to improve the identification and tracking of serious juvenile offenders. SHOCAP works to share information and direct available resources to juveniles in the justice system who are both chronic and serious offenders. It allows agencies to work together to provide intensive supervision to ensure compliance with court orders and encourage productive behaviors. This supervision also helps these youth to remain crime free. Funding to support SHOCAP has come from JAIBG, Title II Formula Grants and local resources.

\$2,345,000

JAIBG

Utah is participating in the fifth year Juvenile Accountability Incentive Block Grant (JAIBG) program. Utah's FY 2003 award is \$2,345,000 and will be matched with \$260,556. In keeping with Utah's philosophical approach to one-time federal dollars, funds are being retained at the state level for programs and activities that will not require on-going new appropriations of federal and/or state dollars once JAIBG funds expire. The state will spend funds to continue the work on the re-engineering of Utah's Juvenile Information system (\$625,000) that was initiated in FY98. By the end of this grant cycle, the second phase of Utah's new Juvenile Justice Information System will be complete and in production. Again this year Utah will allocate additional resources to out-of-state-placements, home detention, and electronic monitoring. In addition, we will be expanding the Functional Family Probation Model and enhancing our research and evaluation ability. Utah will utilize approximately 2% of the funds for planning and administrative purposes, including SHOCAP training.

Utah Drug and Violent Crime Grant Program

Governor Leavitt designated CCJJ as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial Drug and Violent Crime Grant. Utah's allocation for the 2002 grant year was \$4,515,473 for the Byrne Grant Program and \$270,283 for the Local Law Enforcement Block Grant Program (LLEBG). In 2003, we hope to apply for a similar amount.

Utah's 2000 Drug and Violent Crime Enforcement Control Plan (4 year strategy) targeted:

- Illegal drug activity
- White-collar technology crimes
- Substance abuse treatment
- Sex offender treatment
- Adult and juvenile criminal activity and violence
- Court delay reduction efforts
- Overcrowded conditions in detention centers and jails

Utah Crime Reduction Plan

The Utah Crime Reduction Plan (UCRP) again has been a high priority for CCJJ. Using input from local law enforcement agencies and state justice agencies, the UCRP continues to provide a current and strong blueprint for fighting crime in Utah.

During the past year, CCJJ proposed to the Legislative Utah Tomorrow Committee a merging of the Justice Section of the Utah Tomorrow Plan and the Utah Crime Reduction Plan. After the Committee approved this direction in concept, CCJJ staff is in the initial stages of streamlining these two important justice planning documents.

CCJJ Adopts New Extradition Policy

At its 2002 annual meeting, the Commission on Criminal and Juvenile Justice adopted an administrative policy and recommendations presented from the Extraditions Working Group. The changes took effect on January 1, 2003 and focus on having extradition costs ordered as restitution. CCJJ coordinates approximately 440 extraditions from Governor's Warrants and waivers per year. It remains the goal and challenge of the Extraditions Staff to maximize the extradition budget through continued efforts to transport offenders in the safest and most cost effective manner. Having extradition costs ordered by the court as restitution will help offset the budget and place the burden of extradition on the offender.

Violent Offender Incarceration and Truth in Sentencing Incentive Grants (VOITIS)

Since the inception of the VOITIS federal grant program in FY 1996, Utah has received \$24.4 million. Congress did not re-new this program for FY 2002. Funds can continue to be expended until September 29, 2006. During this year funding was awarded to construct two youth facilities for the Division of Youth Corrections (located in San Juan and Washington Counties) and an adult facility for Cache County.

Utah Commission on Criminal and Juvenile Justice

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U.S. Attorney's Office

Sheriff G. Lynn Nelson
Utah Sheriff's Association

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Technology Grants and Plans

Criminal Justice Data Integration

In 2002 the Commission on Criminal and Juvenile Justice won a Chief Information Officer (CIO) award for Utah's efforts to integrate our criminal justice information systems. Formally titled UCJIS (Utah Criminal Justice Information System) this system uses WEB based technology to allow justice professionals to access a wide range of criminal justice data using "intelligent searches." A \$650,000 grant from NGA (National Governor's Association) is providing additional resources to expand UCJIS to include even more information.

National Criminal History Improvement Program (NCHIP)

In 2002, Utah received \$475,600 for the continuation of NCHIP. This money provides for to the Department of Public Safety (DPS) to improve the quality and completeness of the criminal history system and train additional criminal justice personnel in the importance of accurate reporting. Additional money is being provided to the Administrative Office of the Courts to increase access to Court data by justice agencies and expand the electronic exchange of information to DPS from the Court Administrators Office. To date, Utah has received over \$4 million in federal funding for NCHIP.

National Incident Based Reporting (NIBRS)

In 2002, Utah received \$140,000 in federal funding from the National Incident Based Reporting (NIBRS) grant program. NIBRS, or incident based reporting, provides law enforcement officials and policy makers with arrest reporting information in much greater detail than standard Uniform Crime Reporting (UCR) data. NIBRS funding was allocated to three Utah projects in 2002 supporting the effort of achieving statewide incident based reporting. All three projects were successfully completed and NIBRS data is coming in from Layton City Salt Lake City as a result. This grant is closed and no additional funding was made available by the US Department of Justice. Approximately 80% of the state's population is currently covered by NIBRS reporting.

Justice Court Automation

CCJJ continues to fund the Administrative Office of the Courts to aid Justice Courts in converting from paper-based reporting to electronic reporting. Last year the Judicial Council included a provision that requires Justice Courts to electronically report dispositions before re-certification in 2004. Electronic reporting will enhance the timeliness, quality and completeness of the state's law enforcement databases, including: Driver's License, Statewide Warrants, and Criminal History.